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## II. PHILANTHROPY, CHARITIES AND SOCIAL PROBLEMS

**International Congress on Children.**—The third International Congress for the Welfare and Protection of Children was held in London, July 15-19. This congress was the continuation of a series inaugurated some years ago and held in Florence in 1896 and in Buda-Pesth in 1899, their object being, in the words of the founder, Commendatore A. Scander Levi, "to obtain that harmony which at present is wanting between the family, the school, the nation, and humanity.

In the three sections of the congress,—Medical, Legislative, and Educational and Philanthropic—the congress considered among other subjects the oral system of instruction for the deaf and dumb, the mentally defective, the physical training of children, the boarding out of children, industrial training, and the regulation of street occupations of children.

The president of the Medical Section, Sir James Crichton Browne, dwelt on the physical deterioration of the race, due not only to the present conditions of town life, to unhealthy homes and lack of air, but also to insufficient feeding and excessive physical toil in childhood, and to the employment of the mothers in factories. "The withdrawal of maternal supervision is a deplorable evil which must lead to waste of infant life." If this practice cannot at present be abolished, at least the evils may be lessened by the watchfulness of women sanitary inspectors and of infant life protection societies. Dealing next with the homes, Sir James Browne asked that they should at least be clean and light-flooded, and hoped much from the attention now being paid to "the removal of some town industries to the country, and to the provision of country homes for a certain percentage of town workers." The evil effect on the child of the excitement and unnatural conditions of town life is shown by the fact that, while the mortality from all other forms of tuberculosis has declined, that from tubercular meningitis has been on the increase for the last thirty years in childhood and youth, pointing to "excessive stimulation of the cerebral centres." All children affected by tuberculosis should be rigidly excluded from public schools, both for their own sake and that of their fellows, and their education should be carried on in special seaside homes.

There were several papers of interest on feeble-mindedness and epilepsy. Dr. Martin W. Barr, of the Pennsylvania Training School for Feeble-minded Children, insisted in the following language upon the impossibility of returning the moral imbecile to the world: "In custodial departments the moral imbecile finds the only home possible to him, and his shelter from crime and all its attendant penalties. . . . For hands once idle, a cunning intelligence truly satanic (the devil possessing the irresponsible), will surely devise some plan of ill. . . . Society is suffering quite as much from the irresponsible as from the criminal element in its midst. Indeed, is not criminology proving that this last is but a lower stage of degeneration? The moral imbecile, becoming brutish, suddenly, on occasion, betrays the fangs of the wolf or the

spring of the tiger; or, strained to tension, in an access of delusional insanity, commits first a deed which shocks the world and then walks in a state of ecstatic egotism to what he deems a martyr's death. How often it is proven that an innocent, careless fool can wreak more harm than a knave, who may be deterred by at least a cowardly fear of the consequences! None but those actually engaged in the work can comprehend the eccentricities, the vagaries, the thousand and one contradictions, and the infinite phases of abnormality that shade off and merge so as to render difficult even a broad diagnosis after months of careful observation."

Mr. C. S. Loch, in a paper on the "Relation of State and Parental Control," laid down the general principle that, subject to qualification according to the several groups of cases, guardianship should accompany maintenance.

Miss Mason, Senior Inspector of Boarded-out Children for the Local Government, while advocating boarding-out said that "those who urge boarding-out on a wholesale scale, and state that good homes are to be found everywhere and in large numbers, are either ignorant of country life or wilfully shut their eyes to facts."

Miss Ada Eliot, probation officer of the New York Charity Organization Society in the Court of Special Sessions, gave an account of the probation system which has now come into operation in many American states. This paper is printed in *Charities* of September 20.

The next International Congress will be held in Berlin in 1904.

**The Fifth Canadian Conference of Charities and Correction**, which was held in Hamilton, Ontario, September 24 to 26, proved to be the most successful gathering of the kind yet held in the Dominion, both in point of attendance, the character of the discussions and the general enthusiasm that prevailed. Over two hundred and fifty delegates registered, of whom nearly one hundred were from outside the city.

A noticeable feature of the conference was the constant recurrence on the part of speakers to the importance of child-training and home-building. In fact, there was hardly a paper or an address, whether on the subject of the criminal, the pauper, the insane, or the feeble-minded, that did not advocate as a remedy greater zeal and activity in looking after the children—not so much the taking of the child out of the improper home as the encouragement of parents to improve their conduct and safe-guard the child from evil influences.

There were the usual meetings, devoted to the treatment of criminals, insanity, and other aspects of charitable and correctional work.

**The Minneapolis Convention of Employers and Employees.**—The convention of employers and employees, called under the auspices of the Eight Hour League of Minneapolis, attracted many economists and industrial leaders to that city the last week in September.

In his opening address as chairman, President Cyrus Northrup, of the University of Minnesota, said that the watchword of the day is, or should be, "Brotherhood,—not merely of men who are engaged in the same kind of work, but of all men, rich or poor, employer and employee, all recognizing

the fact that they are children of the common Father and brothers by birth and by community of interests."

An address of welcome by Governor Van Sant, of Minnesota, was followed by a paper by Carroll D. Wright, United States Commissioner of Labor. Mr. Wright said in part: "Every great reform has been wrought by force. . . . War is still the factor, but only in the philosophical sense of conquest. The contest is for a higher plane of living. The question is not how to kill or remove the cause, but to soften the struggle. To this end many remedies have been suggested. . . . The Decalogue is as good a labor platform as any. In religion we find the highest form of solution yet offered. Next to religion comes constructive evolution, that evolution which believes in the potency of effort. The economic man is growing into the co-ordinate man. We are to have a new law of wages, grown out of the religious thought. The old struggle was for existence; the new struggle is for wider spiritual margin. The application of this religious idea is the true solution of the labor problem. The whole question must be placed on an altruistic basis."

The question of arbitration was taken up from many sides. Mr. F. W. Job, chairman of the Board of Arbitration for the State of Illinois, read a paper discussing it from the point of view of an arbitrator. He called attention to an amendment of the Illinois Arbitration Law. Where an industrial dispute occurs in which the public is affected with reference to food, fuel, light, or means of communication or transportation, or in any other respect, and neither party consents to submit the matter to the State Board, that body can proceed on its motion to make an investigation, issue subpoenas, compel the testimony of witnesses, and make public its findings with such recommendations as, in its judgment, will contribute to an equitable settlement. "Formerly," he said, "all the citizens of one of our suburbs might be compelled to walk to the city because of a labor trouble on traction lines, which the parties thereto would refuse to submit to us, and the board would be compelled to sit with folded hands. Now we proceed to investigate and find that public opinion invariably brings the guilty party to time. This is the nearest approach to compulsory arbitration found in any of the laws of the various states."

Mr. Herman Justi, commissioner of the Illinois Coal Operators' Association, said that no dignified plan of arbitration will ever be successful, until all wise and honorable means have been exhausted in devising a simpler, quicker, and equally fair method of settling the vast majority of such disputes as arise from day to day. One point in his address was the contention that all great departments of industry must have their department of labor if serious friction between labor and capital is to be fairly and wisely adjusted. "When we pause to reflect," said he, "is it not remarkable that all the departments of great business enterprises have their specially appointed heads to direct and to manage, with the exception of the department of labor? . . . This seems the more inexplicable and indefensible in view of the fact that when we reduce the whole problem of business competition to concrete form there

are only two propositions after all with which the business man has to deal: the price of labor and the rate of interest. . . . The law of supply and demand as applied to the human commodity is revolting to me, and that this law has been too rigorously applied in the past will go far to explain the wide breach between capital and labor. Though we must submit to the application of the law of supply and demand, it must not be with an utter disregard of the rights, feelings, and well-being of our fellow-man."

"Is Compulsory Arbitration Inevitable?" was the question discussed by Dr. John Bates Clark, professor of economics in Columbia University, New York City. He showed how, with the development of the present industrial organization, the burden of strikes increasingly falls on the general body of working people, who are the largest and most sensitive part of the consuming public. "The working of the natural law of wages," said he, "requires that, if capital acts in masses, labor shall do the same. With workmen only partially organized, the situation may still be one-sided, for it may be possible for a great corporation to gather a force of idle men from remote parts of the country and use them to break a strike. What a trade union can compel an employer to pay is thus partly governed by what idle men here and there are willing temporarily to accept, and that may be an amount which by no means represents their entire earning power. . . . If the plan (for fixing the reward of labor) by contract between employer and employee is to continue at all, the state must choose whether it will, or will not, give some recognition to the claim of organized laborers to their tenure of place. If it denies this right, strike-breaking should go on under the protection of the state, and without hindrance from any other power. If it recognizes the right, the state is the only agency that can properly enforce it. The state must say when a body of workers may be thrust away from the mills, the mines, or the railroads where they have been working in order that a new body of men may be put in their places. There are considerable grounds on which it might be right to thrust them out. . . . This is the essence of the only compulsory arbitration that I am willing to recognize as practicable. . . . Letting the present semi-anarchism continue and increase would be thought of only if there were no way of avoiding it. There is one way only of avoiding it, and that is to create competent tribunals which shall declare on what terms the workingmen now in a given industry may keep their places in preference to other men, and on what conditions the other men may be allowed to come in under guarantees that they will make them safe. . . . If law is to rule and if democracy is to succeed and become permanent, if our country is to be rich, contented, and fraternal, and is to have its vast strength available in the contest for the prizes of a world-wide commerce, some system of authoritative arbitration is inevitable."

Professor Frank L. McVey, of the University of Minnesota, president of the Associated Charities of Minneapolis, described the economic effect of the eight-hour day:

"As a means of solving the unemployed problem the eight-hour day has no value except as it abolishes overtime and all its kindred evils. The phe-

nomenon of non-employment is due in a large measure to sickness, shiftlessness of individual laborers, and the fluctuations of commercial credit resulting in the closing of mills and the discharge of workers. Upon the first two the eight-hour day has no visible effect; upon the third, by the abolishment of overtime, it may have a most important bearing. Employment and production would be rendered more stable, and periods of non-employment and overtime would be arranged by continuous employment of the worker. . . .

"The eight-hour day will secure larger contentment and cheerfulness for the working people of the world. The economic value of this gift is yet to be appreciated, but there can be no doubt of its great productive power when applied to industry. Under its influence the old rate of daily production will be maintained, and little or no change will result in the long run in the effects upon wages, profits, the unemployed, and foreign commerce."

President A. B. Stickney, of the Chicago Great Western Railroad, spoke upon "The Rewards of Industry: How Produced and How Divided." He was followed by Miss Jane Addams, of Hull House, Chicago, whose subject was, "The Social Waste of Child Labor." Zest was lent the session when Miss Addams made an impromptu challenge of several of President Stickney's statements. Mr. Stickney is quoted as saying that the sole object of labor organizations was to help the wage-earner in securing a fair division of the fruits of his labor; in other words, to secure for him fair wages. Miss Addams replied that the chief aim of labor organizations in the past had been, not to secure higher wages, but better hours of work; and she quoted government reports to prove it. Mr. Stickney said the trouble in the anthracite coal fields arose from the fact that more workmen had been attracted there by the high wages paid than were needed to do the work; that the supply of labor was largely in excess of the demand. Again Miss Addams replied that the men had not gone there because of high wages, but had been induced to go through the efforts of the operators themselves whom she held responsible for existing conditions, saying that they had deliberately brought men into the fields with the idea of increasing the supply of labor and thus diminishing its cost.

The chief feature scheduled on the program for the concluding day of the convention—an address by President Roosevelt—was removed by the forced abandonment of the President's trip through the Northwest. Professor Charles Zeublin, of the University of Chicago, gave the paper of the morning on "The Relation of the Public to Capital and Labor." In it he said that the public is interested in industry because:

1. Consumption is the root of all production.
2. The captain of industry is indirectly the agent of society.
3. The workingman's standard of living determines the character of our civilization.
4. The public may be compelled to assume certain industries for the proper satisfaction of human wants.

"More important," Professor Zeublin added, "than the standard of living of employees is the provision for the higher life of the citizen, made possible

by the extension of public functions. As there is a multiplication of public schools, libraries, museums, parks, playgrounds, public baths, improved supplies of water and light, better transportation and other public facilities, the life of the community' is enriched."

Other speakers at the sessions were: Mr. James C. Kellar, president of the National Association of Letter Carriers; Mr. Julian D. Wright, of the National Cash Register Company, Dayton, O.; Dr. William H. Tolman, of the American Institute of Social Service, New York; Colonel James Kilburne, Columbus; Mr. E. Sutro, Philadelphia; Mr. W. D. Wiman, Moline, Ill.; Miss Elizabeth C. Wheeler, Providence, R. I.; Mrs. Florence Kelley, secretary of the National Consumers' League, New York, and Mr. W. C. McEwen, of the Minnesota Federation of Labor.

E. F. Clark, of Cedar Rapids, Professor Frank L. McVey, of the University of Minnesota, and W. D. Wiman, of Moline, Ill., were named as a committee to consider the question of permanent organization.

**Model Tenements.**—The City and Suburban Homes Company of New York City now has more than \$2,300,000 invested chiefly in model tenements in the city. During the year covered by its latest annual report, the earnings permitted dividends of 4 per cent. The company's report indicates that working people appreciate better housing conditions.

The buildings first erected by the company were opened a little over four years ago. According to the report, more than one-fifth of the total number of tenants have been living in the buildings during the whole of this time, and another fifth have been tenants between two and three years. The vital statistics of these buildings for the past year show that the general health of the occupants was excellent.

Tenements for colored people on West Sixty-second street have been completed. One interesting and unexpected development is the large demand for two-room apartments. The general supply of such apartments is unequal to the demand which comes especially from young married people and from elderly persons whose children have grown up and left them.

**A Lower Death Rate for Foundlings.**—In view of the universally high death rate in foundling asylums, the experiment conducted for the past four years by a Joint Committee of the New York State Charities Aid Association and the Association for Improving the Condition of the Poor on the care of motherless infants, has a value quite out of proportion to the actual number of children that have come under the care of the committee. In its fourth year the committee actually cared for one hundred and twelve children, of whom forty-five were placed in free homes, two were returned to their parents, twelve died, and fifty-three at the end of the year were boarding in families under the care of the Joint Committee.

The children for whom the responsibility is assumed by this committee, under earlier arrangements would have remained in an infants' hospital conducted by the Department of Public Charities. At the time when the work was inaugurated, the death rate in that institution was over ninety-seven per

cent. The mortality among the foundlings boarded in families under the care of this committee for the past four years has been as follows:

	Mortality Per cent.
During year ending March 31, 1899.....	55.9
During year ending March 31, 1900.....	31.1
During year ending March 31, 1901.....	18.9
During year ending March 31, 1902.....	10.7

"The mortality among these children," says the report, "notwithstanding all the unfavorable circumstances of their condition before coming into our care, has been reduced to a rate which is lower, according to the statistics of the Board of Health, than the rate of mortality (13 per cent) among all children under two years of age in the Borough of Manhattan.

"The decrease of the mortality in the second and third years of the work was largely due to the very general employment of wet nurses for the younger and weaker babies. The remarkable further reduction which has been secured during the fourth year is largely due, we believe, to the fact that, with one exception, all the babies have been turned over to the committee as soon as received at Bellevue Hospital—no child remaining in the hospital over twenty-four hours—instead of being transferred from Bellevue to Randall's Island, and there discharged to the committee."

The question has been raised whether the experiment of boarding foundling children in families has now been carried sufficiently far by the two private societies to demonstrate fully its value and to place upon the Department of Public Charities the responsibility of assuming its entire management and financial support.

**Care of Dipsomaniacs in Iowa.**—The State Board of Control of Iowa has established a department for dipsomaniacs, inebriates, and persons addicted to the excessive use of narcotics, in one of the state hospitals for the insane. A bill was passed by the recent legislature authorizing such action on the part of the board. The examination, trial, and commitment of those eligible to the institution are to be governed by the same statutes as now apply to the examination and commitment of incorrigibles to the state industrial school, and will be conducted by the district court. The term of detention and treatment must be for the first commitment not less than one nor more than five years. The superintendent of the institution may, however, parole a patient on conditions prescribed by law. The expense of trial, and treatment of such persons as are committed to the institution are to be borne and paid in the same manner and out of the same fund as the expenses of insane patients, and the estates of such patients are liable therefor to the same extent as in the case of insane persons.

**Finances of the Baron de Hirsch Fund.**—The *Jewish World*, a daily newspaper of New York City, has published the first authorized financial statement from the Baron de Hirsch Fund. It is for the year 1901, and gives details of the geographical distribution of the expenditures and of the pur-



poses for which they have been made. The total expenditure was \$2,019,579.30, one-eighth of which was provided by the use of capital, seven-eighths by interest.

The statement does not set forth the principles on which the funds are distributed, but it gives a fair idea of the methods which the trustees have thought likely to prove most effective in relieving the hardships suffered by persecuted Jews.

"In distributing their attention, the trustees have adopted the tolerably obvious policy of directing their energies to the quarters where the economic condition of the Jews is most in need of relief—Russia, Roumania, Galicia."

**The Burke Foundation.**—One of the most notable recent foundations for relief purposes is that which has recently been incorporated in New York state under the name of the Winnifred Masterson Burke Relief Foundation. Mr. John M. Burke, a modest citizen of New York City, comparatively unknown in industrial and financial circles, notwithstanding his large wealth, has celebrated his eightieth birthday by making over to the following trustees property valued at about \$4,000,000: Abram S. Hewitt, William Hubbard White, Edward M. Shepard, Frank K. Sturgis and John M. Burke. It is to be used for the establishment of a convalescent hospital and the relief of persons who have been self-supporting, but who, through illness or accident, are brought into financial straits, and to provide temporarily for the necessities of the families of such persons when the bread-winner is thus disabled.

The language of the trust deed concerning the objects of the fund is as follows:

"The benefits of the foundation shall be reserved for intelligent and respectable men and women, who in consequence of sickness or discharge from hospitals before they have regained strength sufficient to earn their livelihood, or in consequence of other misfortune may be in need of temporary assistance." It is further provided that "the fund shall be used in such way as not to increase, but to prevent, the growth of poverty, the chief purpose of the founder being to help those who give or have given evidence of being willing to help themselves."

Mr. Hewitt has announced that the trustees are to "associate with themselves a committee on plan and scope, so that when the income of the fund shall be available the operations may be undertaken in such way as will best carry into effect the purposes of the founder upon a scale commensurate with the magnitude of the endowment." Wide discretion has been left to the trustees as to the details of the plan by which these munificent purposes are to be carried out.

The need of additional provisions for convalescent patients is one to which attention has repeatedly been called in the annual reports of the Charity Organization Society. That portion of the fund which will remain free for the relief of the families of those who are disabled by accident or illness, may also prove to be of inestimable public benefit. In the newspaper discussion of the subject perhaps unnecessary emphasis has been placed upon the donor's wish expressed in the deed of trust that the methods to be used in dispensing

his bounty shall be as expeditious as is consistent with propriety. This is likewise the earnest desire of the donors to all other relief funds and of the managers and agents of existing relief societies. To be as expeditious as possible and at the same time to use methods consistent with propriety is, however, by no means a simple task. The greatest embarrassment will arise, not in selecting agents who can be expeditious, but in finding such as have sound and expert judgment in the selection of beneficiaries, and in the giving of aid in such a way as "not to increase, but to prevent the growth of poverty."

**The Parole System in France.**—The most recent reports show that the conditional liberation of prisoners in France which corresponds to what is known as the parole law in this country is working satisfactorily. In the year 1899, 1,804 have been released on parole, and in 1900, 1,602. In the course of these two years the number returned for violation of parole had been sixty-four in the year 1899 and seventy-one in 1900. The *Revue Penitentiaire* of Paris regrets that so many are not subjects for the parole law because they are sentenced for too short a period to be subject to its provisions, but the responsibility for this rests not upon prison administration, but upon the courts. The efficiency of the parole law in France is greatly increased by the co-operation of prisoners' aid societies, which exert themselves to find work for those committed to their care.

**The First Russian Prison Congress.**—The Russian government has shown an interest for a good many years in penological matters and in the improvement of its prison system. This is shown by its representation for twenty-five years upon the International Prison Commission, and by its succession of reforms in its prison administration. A new step in advance has been taken in the organization of a Russian National Prison Congress, composed exclusively of directors and inspectors of Russian prisons from all parts of the Empire. It was opened on the twenty-fourth of March and was devoted specially to the subject of prison labor. The Minister of Justice, Nicholas Mouravief, opened the congress by a discourse in which he emphasized the great advantages to be derived from the development of personal relations and the interchange of ideas among Russian prison officials. Then passing to the subject of prison labor he said its necessity rested not merely upon scientific exposition, but upon the educational and reformatory influence of well-directed labor upon those of weak will and depraved sentiments. It was hardly necessary to show that work or the aptitude for work constituted the best preservative against idleness and weakness, the two principal causes of crime. That labor which guarantees to the prisoner remuneration during his detention and awakens the hope that he may earn his living after leaving it, strengthens his moral courage and fortifies him against temptation. In Russia the great majority of prisoners belong to the peasant class and are rather cultivators of the soil than factory laborers. The product of Russian prison labor has steadily increased in value. In 1887 it was 539,000 roubles. In 1900, 1,500,000 roubles. "In Russia," said the Minister of Justice, "in its present economic condition, there is no fear of any disastrous competition

between free labor and prison labor, a subject of importance which was greatly exaggerated in European discussion.

"We are in a condition to develop among us prison labor in perfect security, confining ourselves to the application where it may be necessary of measures for reconciling the interest of the prison with the general condition of the market, and forbidding any violent collision with free labor. These measures will be limited to a choice of the trades followed in prisons, the fixing of the price of goods manufactured, to the means of production and of sale, the selection of foremen to direct the work, as well as to other questions of penitentiary control. M. Mouravief said that the idea that a prison without work is more harmful than useful has not yet been sufficiently rooted in the minds of prison administrators. The influence of work upon the diminution of recidivism has not been sufficiently studied."

**The International Prison Commission.**—The above notes concerning the parole law in France and the First Russian Prison Congress are contributed by Mr. Samuel J. Barrows, corresponding secretary of the Prison Association of New York. Mr. Barrows was the official representative of the United States government in the International Prison Commission, which met at Berne, Switzerland, August 25. This commission is the executive arm of the International Prison Congress. It is composed of one member from each of fifteen different nations appointed by the government. The object of the meeting in August was to prepare a program for the next International Congress, which will be held in Budapest in 1895.